TO: Policy and Resources Committee

FROM: Assistant Chief Fire Officer (ACFO) Rick Hylton

PRESENTING OFFICER(S): ACFO Hylton

        Telephone **01480 444500**
        rick.hylton@cambsfire.gov.uk

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INTEGRATED RISK MANAGEMENT PLAN 2017 TO 2020

1.   Purpose

1.1   The purpose of this report is to provide the Policy and Resources Committee with the refreshed draft Integrated Risk Management Plan (IRMP).

2.   Recommendation

2.1   The Policy and Resources Committee is asked to approve the attached draft plan at **Appendix 1** and recommend it to the Fire Authority for public consultation.

3.   Risk Assessment

3.1   **Political** - the IRMP process outlined in the Fire and Rescue National Framework for England requires the Authority to look for opportunities to drive down risk by utilising resources in the most efficient and effective way. The IRMP has legal force and it is therefore incumbent on the Authority to demonstrate that its IRMP principles are applied within the organisation.

3.2   **Economic** – the management of risk through a proactive preventable agenda serves to not only reduce costs associated with reactive response services but also aids in the promotion of prosperous communities.

3.3   **Legal** – the Authority has a legal responsibility to act as the enforcement agency for the Regulatory Reform (Fire Safety) Order 2005. As a result, ensuring both compliance with and support for businesses to achieve are core aspects of the fire and rescue service function to local communities.

4.   Equality Impact Assessment

4.1   Due to the discriminative nature of fire those with certain protected characteristics are more likely to suffer the effects. Prevention strategies aim to minimise the disadvantage suffered by people due to their protected characteristic, specifically age and disability.

5.   Background

5.1   The IRMP is a public facing document covering a minimum of a three year period and represents the output of the IRMP process for Cambridgeshire and Peterborough (**Appendix 2**). The integrated risk management process is supported by the use of risk modelling. This is a process by which performance data over the last five years in key areas of prevention, protection and response is used to assess the likelihood of fires and other related emergencies from occurring, we term this 'community risk'. This, together with data from other sources such as the national risk register and our business delivery risks, is then used to identify the activities required to mitigate risks and maximise opportunities, with measures then set to monitor and improve our performance.

5.2   The IRMP document reviews the Service's progress to date and highlights initiatives that will be explored to further improve the quality of service delivery and importantly to further reduce the level of risk in the community within a balanced budget. The document represents the central improvement plan for the Service and as such sets our strategic direction and the performance measures that we will utilise to manage the implementation of this plan. Once approved, an action plan is developed that defines the specific objectives that will be undertaken.

5.3   Performance against our IRMP is regularly reviewed through both our management reviews and our overall performance held to account through the Authority Overview and Scrutiny Committee.

5.4   The main points to note from the report include:

- fire calls continue to fall despite an increase in population,
- difficulties in the retention of on-call firefighters have resulted in fire cover not matching demand during the day time. During the day is the busiest time for fire calls and when on-call availability is at its worst.
- an ageing demography presents challenges for the Authority in continuing to drive down fire related deaths and injuries,
- the retirement profile provides opportunity for the Authority to actively drive workforce reform,
- further opportunity for the Authority to continue to build upon successful collaborations for efficiency, improved resilience and delivery.

5.5   As a result of the points in paragraph 5.4 above, the Service is proposing the following areas of work to mitigate these risks or maximise the opportunities:

- diversification of the role of the fire service to provide greater value to the public by increasing our work with health and social care, together with assisting police colleagues to provide a more coherent response to certain types of incidents,
- working with representative bodies and staff to better align resources to demand and in addition considering a range of alternative ways to support the retention of on-call staff,
- further extend our safe and well visits to reach more of the vulnerable in our communities,
- review our recruitment and promotion processes to ensure we remove any barriers that might affect us recruiting and retaining a diverse workforce,
- through the Blue Light Interoperability Board, explore the opportunities for shared estate and shared resources where there is a clear case to do so.

5.6   Through the IRMP process we feel our current response measures could be confusing to the public. Whilst we recognise that the current measures provide an accurate reflection of our performance, it is hard to understand why we would accept a slower response time for rural areas than urban to our most significant incidents. We are therefore proposing to consult the public and stakeholders on a single response measure across urban and rural areas.

BIBLIOGRAPHY

Source Documents	Location	Contact Officers
IRMP Preparation Document (October 2016) IRMP Planning Framework	Service Headquarters	Jon Anderson Jon.anderson@cambsfire.gov.uk Tamsin Mirfin Tamsin.mirfin@cambsfire.gov.uk

Integrated Risk Management Plan (IRMP) – Planning Framework

Purpose of Corporate Planning
The purpose of corporate planning is to identify the activities required to move the organisation closer to achieving its vision **of a safe community where there are no preventable deaths or injuries in fires or other emergencies**. There is a requirement to produce an Integrated Risk Management Plan (IRMP) set out in the Fire and Rescue National Framework for England.

Each fire and rescue authority must produce an IRMP covering at least a three year period and must:

- demonstrate how prevention, protection and response activities will best be used to mitigate the impact of risk on communities, through authorities working either individually or collectively, in a cost effective way
- set out its management strategy and risk based programme for enforcing the provisions of the Regulatory Reform (Fire Safety) Order 2005 in accordance with the principles of better regulation set out in the Statutory Code of Compliance for Regulators, and the Enforcement Concordat

FRS National Framework 2012

The organisation has refreshed the way in which it constructs the IRMP; this is to ensure that it is a rounded business plan considering the holistic delivery of our services. The IRMP underpins the foundations of everything the Service aspires to achieve over the three year term of the plan. By developing a strategic plan, allocating resources and linking this to the Service's Medium Term Financial Strategy it enables us to plan better for the future and meet the challenges that lie ahead.

The Planning process
The planning process is a live and evolving process, starting with the planning meetings in October – December where the plans for the next year are ratified. The plans should remain adaptable to reflect the changes in risk and the environment that we operate in.

Vision
The vision is a statement describing what we are ultimately aiming for and as such sets our direction of travel as everything we do is contributing to us achieving our vision. It is therefore the starting point for our corporate planning process.

Our direction of travel is reviewed annually to take account of changing priorities within the Service and a number of external factors including the National Framework, Sustainable Communities Strategies, general consultation and changes to legislation.

Our vision is for a safe community where there are no preventable deaths or injuries in fires or other emergencies.

Excellence Statements
We believe that to achieve our vision we need to strive for **operational** and **community safety excellence**, demonstrate **value for money**, and put **people** – both in the communities we serve and our own staff – and the centre of everything we do.

Therefore, these four areas are our strategic aims and sitting under these are a number of excellence statements to create a richer picture of what we will have achieved when we achieve excellence.

Figure 1 - The Planning Process

Risk and Opportunities

On an annual basis we consider the risks that would impact on our ability to achieve our strategic aims and opportunities that would assist us to achieve them. We consider a holistic organisational risk picture that includes, but is not limited to, community risks, local resilience risks, strategic risks and business delivery risks. Where we consider risks we also look for opportunities.

Community Risk

At a strategic level, the Authority's IRMP prioritises key issues identified through a variety of internal and external intelligence including:

- Specialist modelling software;
- Geographic Information Systems (GIS);

- Demographic data;
- Historical fire and rescue incident information and trends.

The Service also accesses information provided by partner agencies to understand the changing needs of the community such as:

- Joint Strategic Needs Assessment;
- Sustainable Growth Strategies.

National Risk Register

The National risk register considers risks related to National emergency situations. The Local resilience risk register considers this to formulate a local risk register and therefore formulate mitigation actions.

Local Resilience Risks

The Local Resilience Forum is a multiagency collaborative entity that has a responsibility to plan and prepare for civil contingencies, emergency preparedness, response and recovery to emergency situations. They must keep a Community Risk Register, we consider this as part of our planning process to take account of areas of focus for the next period.

Strategic Risk

The Service identifies high level risks through risk workshops to identify risks. The Service then ensures there is an owner for each risk and an activity to mitigate against risk. This is documented through a well established strategic risk register. (Further information is available in the Strategic Risk Management Plan DMS #33881)

Business Delivery Risk

Risks that impact on the day to day delivery of the Service are captured and recorded in the Business Delivery Risk Register. This is reviewed quarterly by Heads of Group at the Pre-Directors Advisory Board (Pre-DAB) meetings. The information held here is considered to identify risk themes and areas of specific concern. This information is reviewed to ensure that themes impacting upon the Service are considered as part of the planning process.

Opportunities

As part of the risk management process we also identify opportunities for the Service, we consider the probability of these being realised and the benefit that they would deliver to us. Opportunities are documented in the strategic risk and opportunity register.

Mitigation actions and/or realisation plans (Planning)

Those risks that are seen to be high or very high or those that we feel may develop are highlighted and the mitigation actions are reviewed and considered. Likewise for the opportunities that are seen to be achievable with a level of benefit to the Service are also reviewed to ensure the realisation strategies are appropriate.

Having understood the challenges we are facing the Service identifies mitigations or realisation plans, these are then prioritised. The mitigation plans and opportunity realisation plans are then taken to form the action plan for the Service. These will form the high-level activities in the IRMP. These are broken down in more detail to provide a year by year, prioritised plan for the Service to work to, whilst the IRMP looks at a broader 3-5 year period.

Action plan

From the work detailed above, the Service can identify the key actions for the IRMP and break these down in to year by year action plan to move closer to achieving its strategic aims.

The makeup of our community doesn't change dramatically year on year, neither does the risk that our community faces. For this reason the management strategy the organisation employs doesn't change. We will refresh the IRMP every three years to ensure it continues to meet the needs of the community.

The technology, resources and good practice at our disposal however do change more quickly, as do the challenges the organisation faces. To take account of this we will review the direction of travel, risks and opportunities and refresh our priorities each year. In each case we will consult appropriately.

The Service has one central action plan that highlights the core actions, each action then has a measure associated with it so we will be able to measure and understand when it is complete. Each high level action will then be broken down in to a three year plan with all groups able to add where they are contributing. The delivery of these action plans will be monitored by the four delivery groups and report progress on a quarterly basis to Director Advisory Board (DAB).

Monitor delivery and review risk

Once our plans and priorities are determined, some are classed as projects to provide auditable governance around the implementation process and these are delivered under the Business Development Programme. Other priorities will be delivered and monitored under the four delivery areas: Value for Money, Operational Excellence, Community Safety Excellence and People. These delivery areas are monitored and reported on each quarter with an overview report going back to the quarterly DAB meetings.

Quarterly reviews of the IRMP will be undertaken by the DAB. They will consider the status of the work in delivery and its impact up on the risks and opportunities to the Service. These reviews will also consider if there are new or emerging risks or opportunities that impact on our plans and priorities. As our environment can change, so too can plans and therefore if it is felt that a risk or opportunity not previously considered requires attention this may prompt a review and refresh of the service's plans and priorities.

Outline timeline
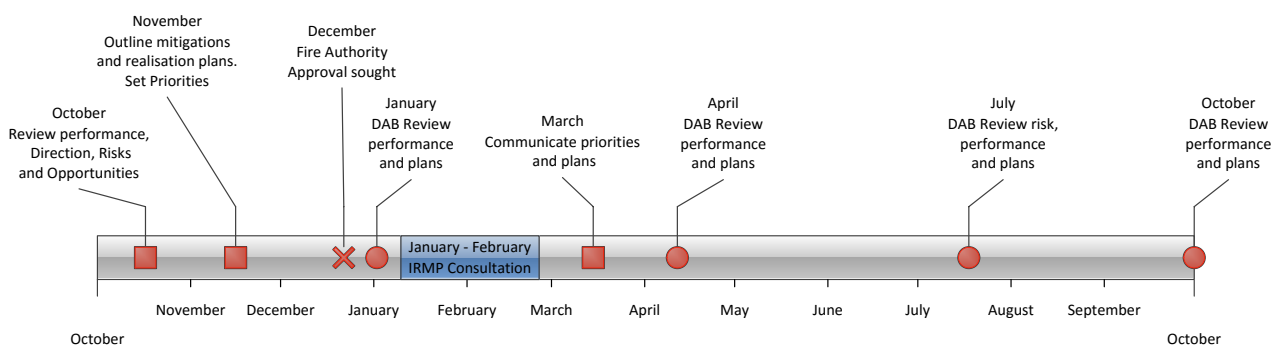
What goes in to the Business Delivery Programme?
We have in place a project governance structure specifically designed to monitor and control the delivery of projects. If work is defined as a project it will be delivered and control under this governance structure to ensure successful delivery of the required outputs and outcomes.

Definition of a Project
A project is a temporary endeavor designed to produce a unique product, service or result with a defined beginning and end (usually time-constrained, and often constrained by funding or deliverables) undertaken to meet unique goals and objectives, typically to bring about beneficial change or added value. The temporary nature of projects stands in contrast with business as usual (or operations) which are repetitive, permanent, or semi-permanent functional activities to produce products or services.

Group plans
Each group contribution to the Services overarching actions is detailed in the Action plan. Business as usual activities do not need to be captured on the group plan but should a group have additional capacity above its contributions to the Service Action plan and Business as usual activities addition activities should be detailed in the Group plan section, this is to allow for greater visibility and oversight. Activities listed here should be in mitigation to a risk or in the pursuit of an opportunity, which should be detailed in the plan. DAB may challenge activities listed here and may discuss with that group the refocusing of resources on to other priority activities.

Personal performance and development reports
When setting objectives for individuals within the group, there should be a link back to the activities in the action plan and group plans. This should form the mechanism for heads of group to monitor performance against the deliverables.

Documentation

Risk registers
There are several documents consulted in the preparation of the risk review, they include but are not limited to:
- Strategic risk register;
- Business delivery risk register;
- National risk register;
- Local resilience risk register;
- Community risk profile ;
- Historical performance information.

Risk preparation documentation
This is a summary document that looks at each strategic aim, the risks and opportunities that are relevant to the areas and the response and mitigation plans attached to these.

IRMP
This document identifies the significant risk to the community and organisational delivery and how we are responding to that risk.

Annual Report & Statement of Assurance
The Fire and Rescue National Framework for England 2012 requires each Fire Authority to provide an annual statement of assurance. The document will also provide a report on how we are performing against the targets set out in the IRMP.

Action plan
The action plan details the actions of the IRMP, the measures of success and a breakdown of the core actions in to sub actions with each groups contributions listed. This is the central action plan for the Service over a 3 year period.

THE INTEGRATED RISK MANAGEMENT PLAN (IRMP) 2017 to 2020

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The Integrated Risk Management Plan

Central Government has placed a legal requirement on *each Fire Authority to produce a publicly available Integrated Risk Management Plan (IRMP) covering at least a three-year time span. The plan must:*

- Show how the Fire Authority will balance prevention, protection and response activities to reduce the impact of risk on communities in a cost-effective way
- Show how the Fire Authority will meet the needs of the community through working with partners
- Take account of the risk analysis completed by local and regional resilience forums and our own internal risk analysis
- Show that the Fire Authority has a management strategy and a risk-based inspection programme to enforce Fire Safety Legislation.

This document is written within the context of continued reductions in public sector funding and blue light collaboration. This means we need to find ways to ensure we are using our resources in the best possible way, to maintain the quality of service we provide and further reduce the level of risk in the community in a collaborative way, working with partner organisations.

In 2016/17 we changed our approach to corporate planning to make it simpler and more responsive to the changing needs of the community. Our IRMP covers all of the activity we are engaged in to exploit opportunities and reduce the risk associated with providing a service to the community.

We are now focused on ensuring that we explore every opportunity to work more collaboratively with partners. Since the last IRMP we are working for more closely with other emergency services and agencies that enable us to better protect the public we serve, particularly the most vulnerable in our communities.

There are many interdependencies in the planning process and for this reason, we intend to monitor progress and review the measures set out in this document to ensure the IRMP process is fully integrated into the corporate planning process.

A glossary is provided in **Appendix A** at the back of this document explaining some of the terms used.

How we identify risk

In 2016 we completed a review of risk within Cambridgeshire which now forms the basis of our IRMP and associated work, projects and activity for the next three years.

During the review process we looked at everything that had changed in Cambridgeshire from the population to the county's infrastructure, to our own services. Over the last decade we have seen a national reduction in fires resulting in our operational crews attending fewer calls. Our latest statistics show a 24 per cent decrease in the number of fires attended from 2011/12 to 2015/16.

Using a combination of data analysis, computer modelling, professional judgement and engagement with our staff, the risk review has resulted in a set of proposals designed to realign our resources to risk.

Our integrated risk management analysis and planning process is shown in Figure 1 (below)

Fig 1 Integrated Risk Management Planning Process

This risk review has enabled the Service to assess those foreseeable risks that could hinder our progress towards our vision, whilst also allowing us to recognise opportunities that will assist us in achieving our vision.

This document sets out the high level areas of work. Larger pieces of work will be taken forward through programme management with progress monitored and managed through our Business Development Programme Board. Others work will be delivered through the responsible group and monitored at the relevant strategic delivery group, where performance will be reported quarterly to the senior management team.

The Service compiles an Annual Report and Statement of Assurance that provides a review of the Service's delivery against the Integrated Risk Management Plan and our performance measures. This can be found on our website under About Us/Documents.

Local Resilience Forum

In addition to our own detailed analysis of the risks facing our communities, the Integrated Risk Management Plan has paid due regard to the risk analysis completed through the national risk register and local resilience forums to ensure that civil and terrorist contingencies are captured.

Our chief fire officer is chair of the Cambridgeshire and Peterborough Local Resilience Forum (CPLRF) and senior managers are actively engaged in the forum. The Service has supported the development of an agreed risk profile for the local area through the community risk register, in partnership with police and ambulance services, local authorities, primary care trusts, health protection agency, environment agency and the military.

You can view the CPLRF Community Risk Register on our website.

Context

Cambridgeshire and Peterborough

Cambridgeshire has a two-tiered local authority system, consisting of Cambridgeshire County Council and five district councils; Cambridge City, South Cambridgeshire, East Cambridgeshire, Huntingdonshire and Fenland. Peterborough City Council is a unitary authority located in the north of Cambridgeshire.

The stated vision of both Cambridgeshire and Peterborough councils is to create an environment that enables the communities they serve to achieve social, economic, and environmental wellbeing. Cambridgeshire and Peterborough are identified as areas for sustained residential and commercial development which, in addition to providing opportunities for economic growth, have the potential to impact on public service resources. Figure 2 shows the correlation between population growth and our incident rates. It is noticeable that despite a steady increase in population, our incident rates have continued to fall. This is as a result of the Service actively managing its demand through fire prevention and protection work, together with initiatives such as call challenge and management of premises with a large number of false activations of fire alarms. This success, together with the scale of financial pressures facing public sector agencies across Cambridgeshire and Peterborough, means we remain committed to working with a range of partners in order to provide the best possible service to our communities through a collaborative agenda of public sector reform.
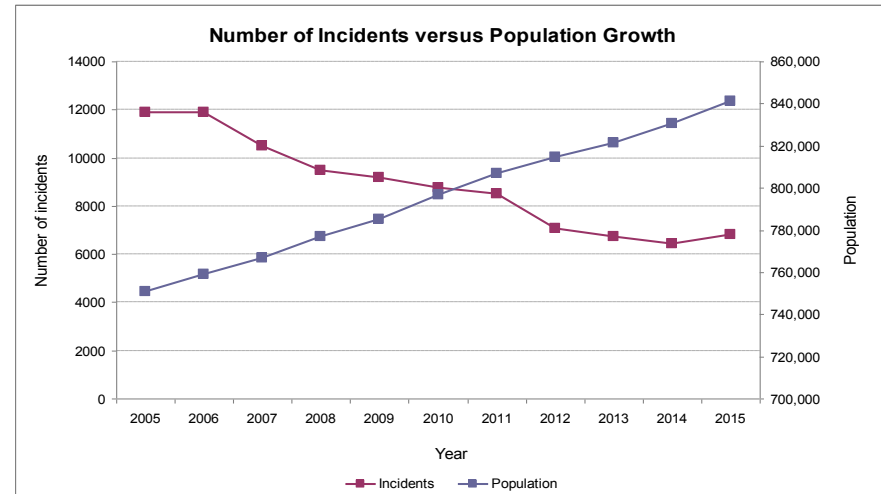

Figure 2 Number of incidents versus the population growth

Our Partnerships

To enable a new way of working for public sector agencies in Cambridgeshire and Peterborough, we work closely, on a daily basis, with our blue light colleagues in Cambridgeshire Constabulary and East of England Ambulance Service, as well as our colleagues in both Cambridgeshire County Council and Peterborough City Council.

Cambridgeshire Constabulary officers now share a number of our community fire stations and within Peterborough City Council, police, fire and council staff work side by side through the Safer Peterborough Partnership.

East of England Ambulance Service also shares our facilities and in some areas our frontline firefighters respond to medical emergencies.

This and future collaborations are facilitated by the Blue Light Interoperability Board chaired jointly between the deputy chief constable and assistant chief fire officer.

We also work in partnership with other fire and rescue services and have achieved shared functions that include ICT, our Combined Fire Control and shared senior operational command. These arrangements have not only improved services but allowed the authority to make efficiency savings.

In response to the county demographics and an increasingly ageing population we have importantly developed a new way of working with local authorities to deliver targeted Safe and Well visits to the most vulnerable people within our communities. These are an enhanced home fire safety visit where we conduct winter warmth checks, fall prevention support, alcohol support and crime prevention, as well as fire safety. Further opportunity exists as a result of the devolution deal for Cambridgeshire and Peterborough, to accelerate the integration of community safety.

Comprehensive spending review

Cambridgeshire Fire and Rescue Service can demonstrate a very effective record for dealing with Government cuts in an efficient and innovative manner. Since 2010, the Service has made in excess of £4 million in budget reductions by reshaping its Service.

The Service is currently in the first year of the second Comprehensive Spending Review (CSR). The 2016-2020 CSR will decrease the Service budget by 13.5 per cent. As with the previous CSR, we have been proactive in identifying plans and changes to ensure the continuity of a professional service to the public whilst making the required efficiencies.

Our ability to mitigate our risks and realise opportunities is directly impacted by our resourcing and budgetary make-up. Our current budgetary plans and assumptions determine the speed at which we will deliver our action plans.

The calls we attend

Fire trends across the county

Over the last five years we have seen a decline in the number of primary fires and chimney fires that we attend.

Primary fires are defined as all fires in buildings, vehicles and outdoor structures or any fire involving casualties, rescues or fires attended by five or more appliances. We define chimney fires as any fire in a building where the flame was contained within the chimney structure.

Over the same period we have also seen a significant drop in the number of secondary fires. Secondary fires are those that do not affect property, do not involve casualties and are attended by less than four appliances. Examples include refuse fires.
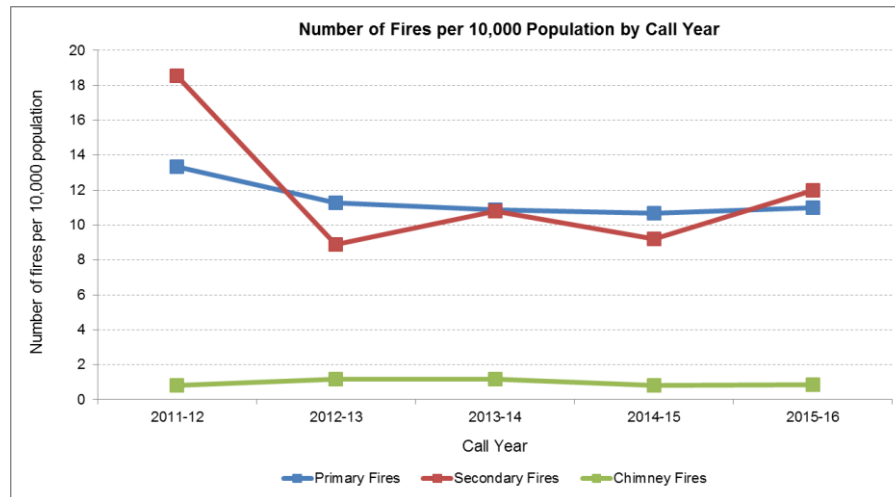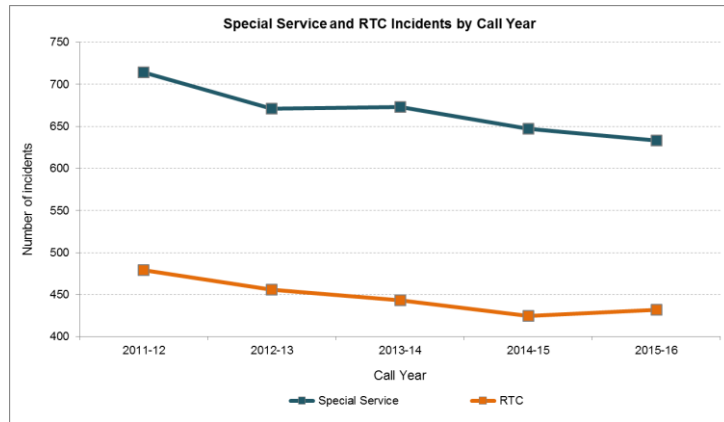
**Special services and road traffic collisions**

As well as attending fires we also attend road traffic collisions (RTCs) and provide a number of other services which we define as special services. These special services are non-fire incidents that require an appliance or an officer to attend and include:

- Local emergencies such as rescuing people, making something safe etc
- Major disasters
- Domestic incidents such as water leaks, people locked in or out etc
- Prior arrangements to attend incidents, which may include some provision of advice and inspection.

The attendance at special services has seen a consistently steady decline over the last five years, with attendance down by 10 per cent. For RTCs, although there is a notable and welcomed downward trend, last year the number of RTCs we were called to rose slightly.

Number of Fires per 10,000 Population by Call Year

Special Service and RTC Incidents by Call Year

Breakdown of Special Service Incidents by Call Year

The fire service attends more RTCs than any other type of special service. The other special services are broken down in to 21 categories and our attendance at these over the last 5 years is depicted below.
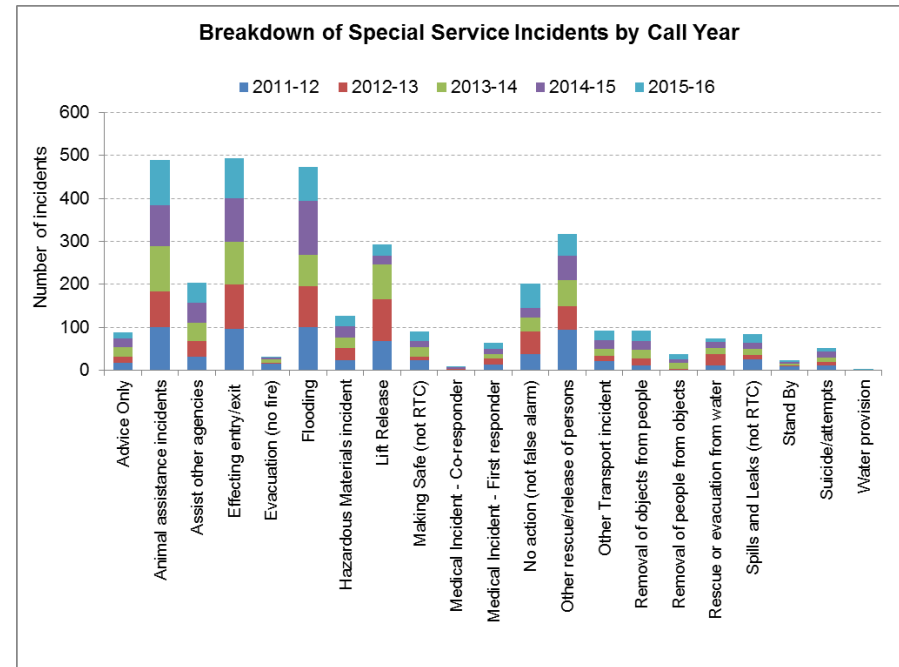
Our Targets and Performance

As part of our review process we look at the performance information from the last three years. This section looks at some of our current targets from our previous IRMP and our performance against these.
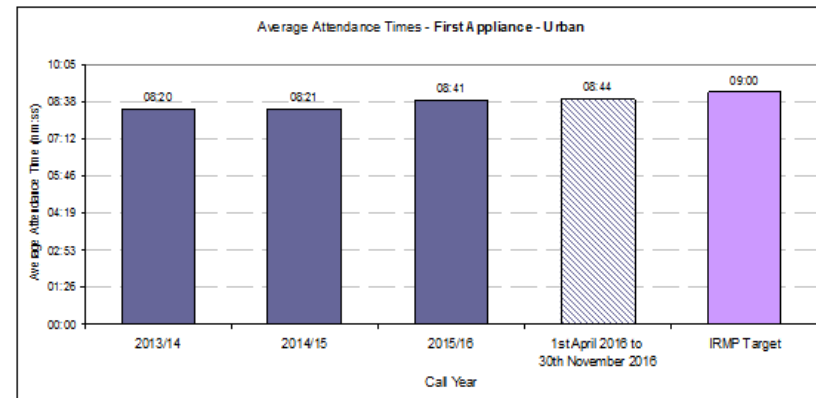
Attendance times

Target

- We will respond to the most serious incidents in our urban areas within an average of nine minutes for the first pumping appliance in attendance, and within 13 minutes for the second pumping appliance.
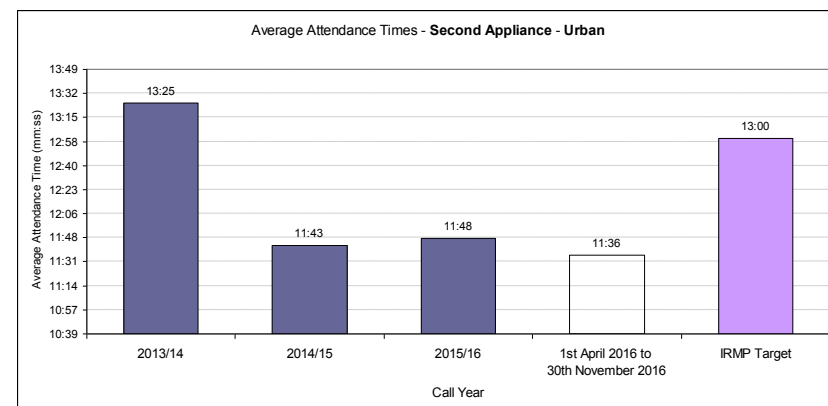
How have we done?

The average attendance time for the first appliance in urban areas has consistently been within our target attendance times. However, although within target, we are seeing a steady rise in the average attendance time across this area. This is largely due to the declining availability of some of our on-call appliances.

We are seeing that our average attendance times for a second appliance in urban areas is well within target attendance times.

Average attendance times – first appliance in urban areas

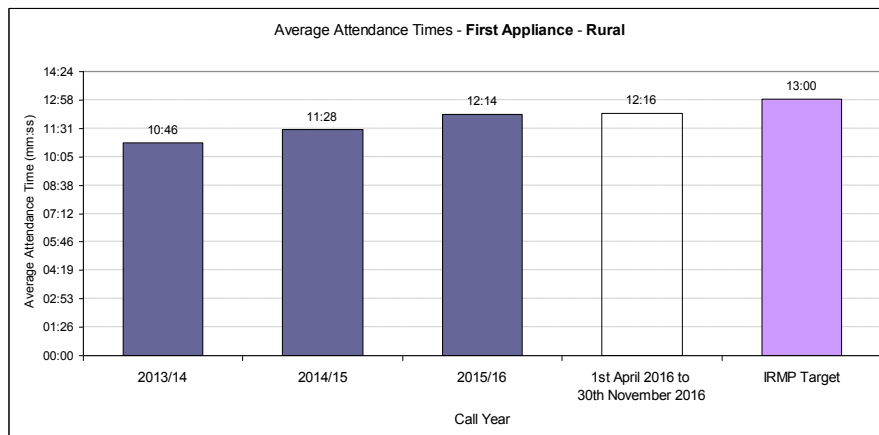Average attendance times – second appliance in urban areas

Target

- We will respond to the most serious incidents in our rural areas within an average of 13 minutes for the first pumping appliance, and within 17 minutes for the second pumping appliance.

How have we done?

This target has been consistently achieved for the previous three years across both first and second appliances. Similar to the urban area times, although within target, we are seeing a steady rise in the average attendance time across this area. This is largely due to the declining availability of some of our on-call appliances.

Average attendance times – first appliance rural areas

Average attendance times – second appliance rural areas
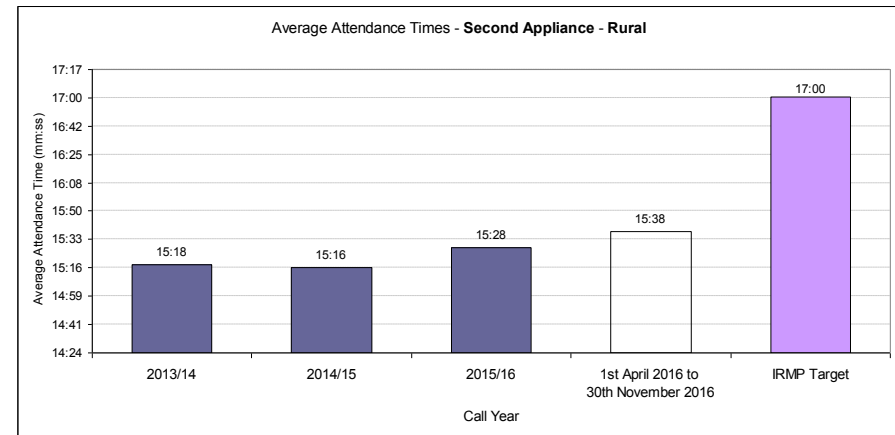
Target

- We will respond to the most serious incidents within 18 minutes for the first pumping appliance in attendance and within 25 minutes for the second pumping appliance in attendance on at least 95 per cent of occasions.
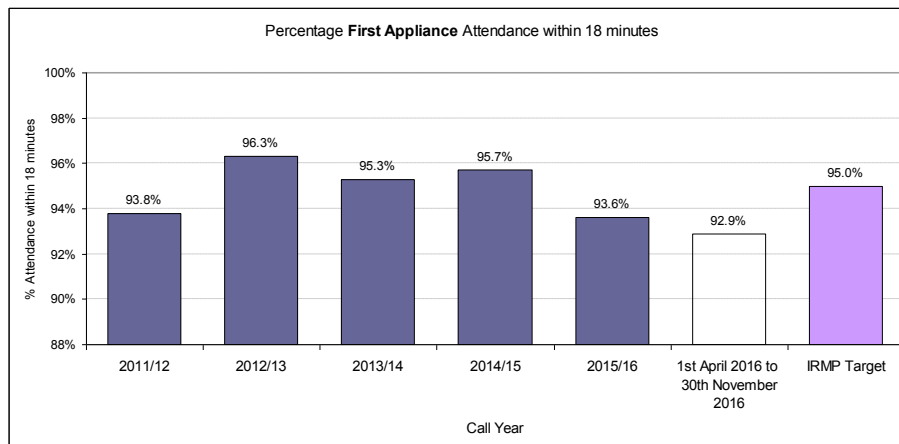
How have we done?

First attendances within 18 minutes are currently at 92.9 per cent - this is 2.1 per cent outside of the target and with the trend outlined above is likely to continue to do so. This is believed to be linked to availability issues. Second attendances within 25 minutes are currently exceeding the target at 97.1 per cent which is 2.1per cent above the target.

Percentage first appliance attendance in 18 minutes

Percentage second appliance attendance in 25 minutes
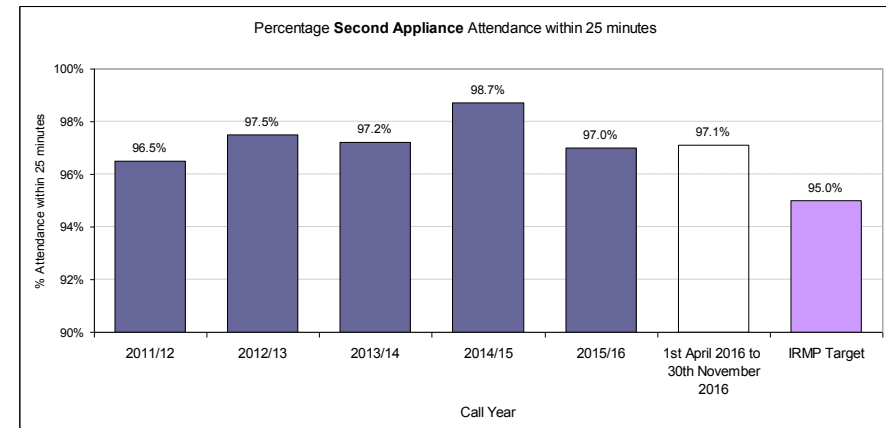
Fire Prevention

Target

- To continue the trend to reduce the number of accidental dwelling fires.

How have we done?

There has been a 16 per cent increase in the year to date (April to November) compared to same period in 2015 with 181 compared to 156. Although this is the highest eight month total since 2010, it is still well below the IRMP target set for this period (265). There have been no accidental dwelling fire deaths in the year to date.

The number of dwellings in Cambridgeshire has risen by 41,000 over the past seven years. Although we might have expected there to be an increase in accidental dwelling fires as a result, the actual rate of accidental dwelling fires had been decreasing up until 2013 and since then has fluctuated between 4.5 and 5.1 accidental dwelling fires per 10,000 dwellings.

Analysis of the root causes for this increase has identified a well-known theme of small fires within kitchens which are relatively minor in nature. Predominantly these incidents are as a result of cooking and involve both people living alone and couples with dependent children who become distracted.
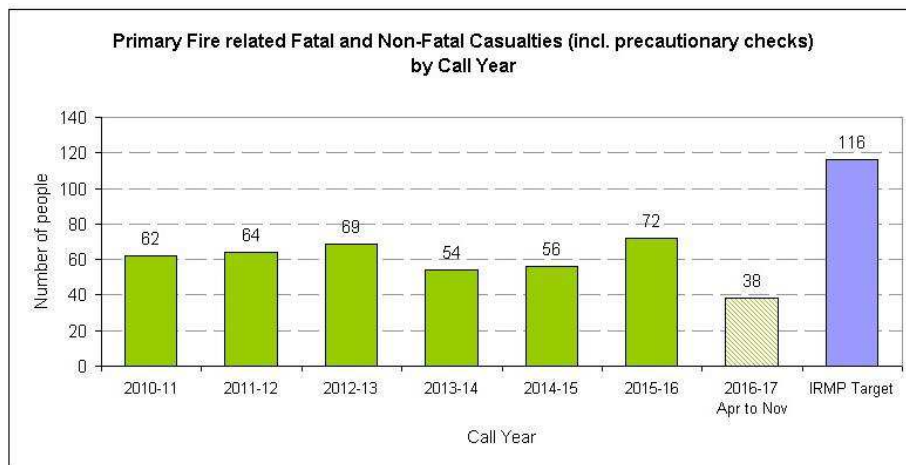

Accidental Dwelling Fire Rate
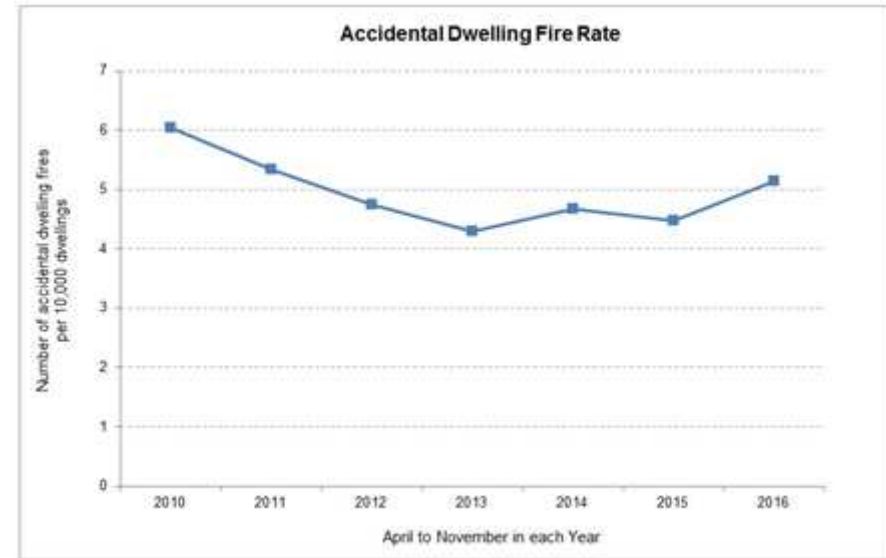
Target

- To continue the trend to reduce the number of fatalities and serious injuries in fires.

How have we done?

There has been a 22 per cent reduction in fire related casualties in the year to date compared to the same period in 2015, with 38 compared to 49. There has only been one fire fatality in this year (not as a result of an accidental fire).

Primary Fire related Fatal and Non-Fatal Casualties (incl. precautionary checks) by Call Year

When we review our data we can see that accidental dwelling fire deaths have increased year on year since 2013-14 peaking at six deaths in 2015-16. However, we have not had any so far this year (2016/17).

Looking at the data, 66 per cent of accidental dwelling fire deaths occurred during the spring and summer season (1 March to 31 August).

The main cause of incidents which resulted in fire deaths was combustible articles too close to heat source (or fire).

We have completed further analysis of this area using Mosaic data, which is a socio-demographic data set that uses over eight million pieces of data to create profiles of individuals based on things like credit scores, Census information, health data and shopping habits. A mosaic profile is applied to each household.

From our fire data we are able to identify those Mosaic groups which have had a higher incidence of accidental dwelling fire and of becoming a fire casualty.

Based on five years of data, Mosaic group M households (elderly people reliant on state benefit) are at a higher risk of having a fire compared to all other Mosaic groups.

Target

- Reducing the likelihood of fires and unwanted fire signals occurring in non-domestic premises through business engagement and compliance with fire legislation

How have we done?

Between April and November of the last three call years (2014, 2015 and 2016) we can see that accidental fires in non-domestic premises have steadily reduced.

A review of the incidents in non-domestic premises that were caused accidentally has shown a small rise in Peterborough and Cambridge which are spread across a range of occupancy types. However a reduction in accidental fires can be seen in Huntingdon, Fenland and South Cambridgeshire Districts.
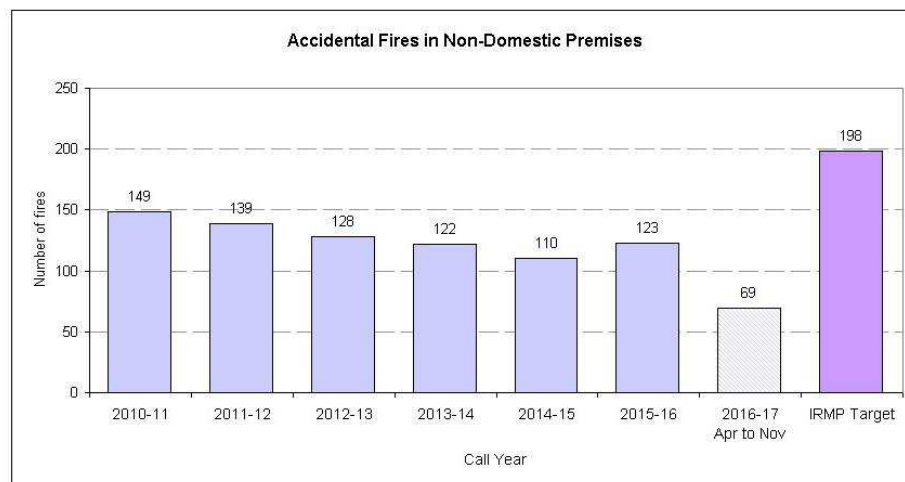
Automatic Fire Alarms

Looking at the first eight months of the last three call years (April to November 2014, 2015 and 2016) we can see that Automatic Fire Alarms (AFAs) in non-domestic premises have been increasing steadily; increase of 47 between 2014 (985) and 2016 (1032).

The reason for the increase is suspected to be caused by growth in the commercial community. Building consultations for new developments continue to rise and commercial dataset from Experian shows the number of companies residing in our county as 46,000+
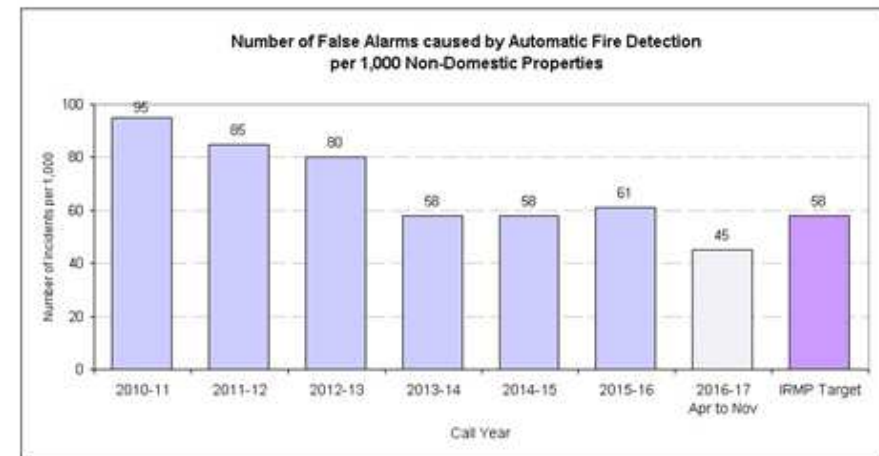
Target

- To reduce the number of deliberate fires.

How have we done?

We have seen a 14 per cent increase in the year to date compared to same period in 2015, with 552 compared to 483.

Deliberate primary fires have consistently been higher nearly every month in the year to date compared to the previous year. The increase can be related to the rise in deliberate prison fires being reported and a rise in deliberate road vehicle fires.

Deliberate small fires accounted for 58 per cent of total deliberate fires in the year to date compared to 66 per cent in the same period last year.

Deliberate Fires by Call Year
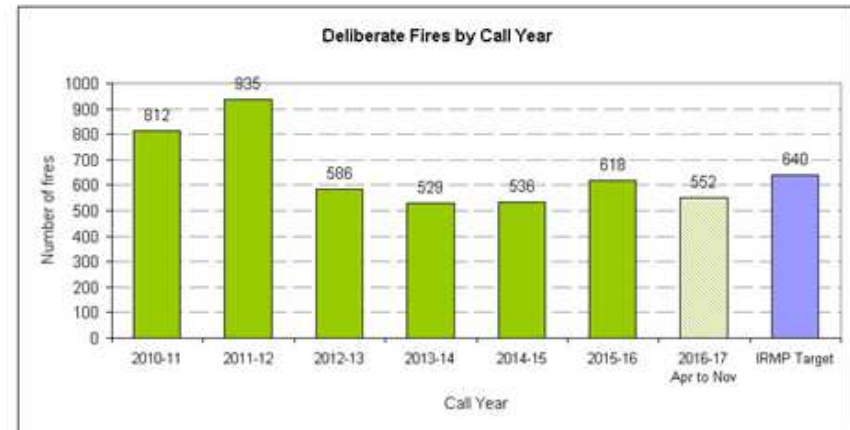
Our Vision

Our vision is for safe communities where there are no preventable deaths or injuries from fire or other emergencies.

Put simply, this means we want to **reduce risk and save lives**.

To achieve this, we need to achieve operational and community safety excellence in the most cost effective way (value for money), putting people at the centre of everything we do – both people in the community in terms of their safety and diverse needs and our own staff in terms of training, development and health and safety.

These are therefore our strategic aims and drive everything we do.

What do our Strategic Aims mean?

For each of our strategic aims we have a number of statements that describe what excellence in that area looks like to us so we all understand what we are striving for.

Community Safety Excellence

Working in partnership with agencies such as local authorities, district councils, police and health authorities, we:

- Understand the risk in our communities
- Are inclusive in our approach and tailor our services to meet the needs of our diverse communities
- Work with partner agencies in a targeted, proactive and effective manner and are perceived as a key contributor to community safety
- Have a high level of customer satisfaction in our activities.

Operational Excellence

Working with our managers and staff to ensure the highest standards of operational response we:

- Have competent, confident and skilled staff
- Have the right skills, equipment and resources in the right places
- Have a learning culture looking to continually improve the way we deliver our services.

Value for Money

Working with our managers and staff to ensure we deliver high quality, value for money services, including:

- Actively seek collaborations
- Having effective and efficient working practices
- Continuously monitoring how we are performing, sharing what we do with others and taking best practice from others.

People

Working with our managers and staff to ensure our people are safe and the Service is accessible to everyone, meeting their needs and expectations, we:
- Continually strive to improve the service we deliver
- Listen and engage with staff, communities and our partners to improve what we do
- Develop our staff and encourage them to reach their potential.

Risks and Opportunities

Our review of risks and opportunities has highlighted a number of core areas for our focus and attention.

Aging population

Our changing county demographics and an increasingly ageing population is leading to an increase in vulnerable and isolated older people within our communities. This is not having a direct impact upon our number of incidents; however, our historic data shows that the older population is more at risk of fire related deaths. This, coupled with the pressures on social care services, identifies this demography change as a key strategic risk to continuing to reduce fire related deaths.

Reliance on the on-call service

We have seven wholetime stations and 21 on-call stations. We are reliant on the on-call stations to provide a large proportion of our service. Through a combination of declining calls and changes in lifestyles, the recruitment and retention of on-call staff is a challenge.

The following graph highlights our specific availability issues. Currently we have the highest appliance availability in the evenings, when we have the greatest number of on-call appliances available. However our demand peaks between 8am and 10pm and our appliance availability is at its lowest between 6am and 6pm. This disparity between availability and demand is linked to the achievement or lack of achievement of the target attendance times.

Number of incidents by time of day against appliance availability

Count of Incidents Against Avg On-call Appliances Available, by Time of Day for financial year 2015/16
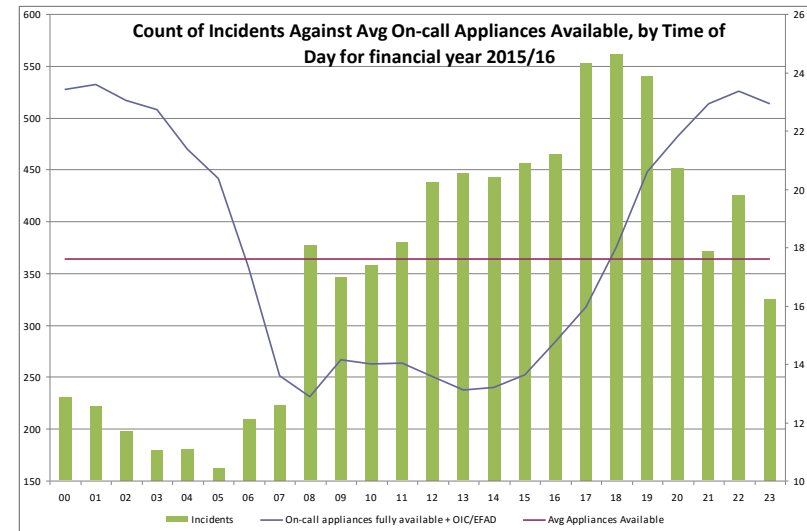
Workforce reform

The retirement profile of the service shows a high number of staff will likely retire from the Service in the next five years. This profile presents a risk to the Service in terms of loss of skills and experience and therefore robust succession planning will be paramount. However, it also presents an opportunity to further our work to reform our working practices and employment conditions to ensure that the Service can attract and retain a more diverse workforce equipped with the skills to deliver a modern fire and rescue service to the communities we serve.

Employee survey

We recently conducted a comprehensive employee survey, which delivered a range of feedback. This has presented us with a number of opportunities for improvements in staff engagement, which, as a result, will improve retention rates and ensure the Service becomes an employer of choice for a more diverse range of our communities, enabling us to have a workforce that is reflective of the communities we serve.

Collaboration

We have already demonstrated a strong desire to collaborate with the introduction of the ICT Shared Service with Bedfordshire Fire and Rescue Service and the Combined Fire Control with Suffolk Fire and Rescue Service.

There are further opportunities to collaborate to drive efficiencies and to also improve outcomes for the public through close working with other blue light services. The core opportunities that have been identified relate to property sharing with the police to look at sites where there would be benefit to sharing facilities and also look to building new joint facilities if appropriate. There is also the opportunity to look at methods to increase closer working to deliver efficiencies across the police, ambulance and fire.

So what do we do now?

Our review of risks and opportunities has identified a number of key areas for consideration that would impact upon our ability to achieve, or assist us to achieve, our vision and strategic aims.

This work has resulted in the culmination of an action plan for the next three years. The action plan is split under our four strategic aims - Operational Excellence, Community Safety Excellence, Value for Money and People - and will be managed by these strategic delivery groups. The action plan is detailed in the next section.

Community Safety Excellence

Our delivery of community safety excellence will be through a 'central focus, local delivery' model. Through this we are able to ensure our resources are coordinated from a central perspective through two functional groups each overseen by a group commander and then delivered through local delivery teams.

Through the review of risk and opportunity we have identified the following areas to further improve our community safety delivery:

- Further collaboration with health and social care to develop Safe and Well visits, reaching more vulnerable members of our communities in response to the changing demography
- Expanding the co-responding programme to other fire stations
- Delivery of Firebreak – a new programme to support the safety and health of young people
- Work with partners and local authorities to support better regulation and ultimately safer places of work
- Continue to lobby and work with developers and local authorities to increase domestic safety through the fitting of sprinklers
- Forge closer and effective collaborations with Cambridgeshire and Peterborough road safety partnerships, supporting delivery of targeted initiatives to reduce the number of RTCs
- Build upon the successful integration of community safety teams in Peterborough, by considering the

opportunity to further integrate the delivery of community safety with partners in Cambridgeshire.

Operational Excellence

Operational excellence will be delivered through a confident, skilled workforce, equipped to deliver the best possible service to the community. Given when emergency calls occur, the organisation of those resources needs to be flexible to meet the changing demands. Our operational staff and vehicles are managed by two group commanders, one for our wholetime firefighters and the other for our on-call stations.

Through the review of risk and opportunities we have identified the following areas to further improve our operational response:

- Align our operational resources to our demand throughout the day and night.
- Enhance our ability to respond to complex rescue situations through the up skilling of our staff and the procurement of additional equipment
- Deliver alternative on-call provision that enables us to improve service delivery and staff retention
- Introduce national operational guidance to improve firefighter safety and enhance interoperability between fire services
- Provide a cost effective and flexible approach to meeting our aerial capability requirement
- Introduce the replacement national emergency service communication system
- Undertake assurance across all operational areas, ensuring we are delivering the highest standards incorporating risk information and health and safety

- Implement functional fitness tests in accordance with the work of the FireFit national project.

Value for money

It is a statutory requirement, under Section 33 of the Local Government Finance Act 1992, for the Fire Authority to produce a balanced budget. The comprehensive spending reviews and annual budget reductions have made this difficult, but by working with staff and making savings early, we have submitted an efficiency plan to the Home Office for approval, which, if agreed, will provide us with some greater financial certainty until 2020. The Authority recognises that ensuring value for money is a major and continuing priority.

Through the review of risk and opportunity we have identified the following areas to further improve our value for money:

- Property consolidation and collaboration with other blue light services, including a rationalisation of estates in Huntingdon in partnership with the police and ambulance services
- Exploring further opportunities for the sharing of support services with the police and local authorities
- Supporting national, sector wide spend analysis and in turn support the development of future procurement strategies
- Potentially sharing officer cover more widely across the region to deliver cost savings as well as increased resilience and sharing areas of specialism
- Explore, through an established blue light strategic interoperability board, opportunities to work together in the use of property, staff, training and equipment to improve the service provided to communities

- Deliver efficiencies, through the Service Transformation and Efficiency Programme (STEP), by the automation and improvement of business processes, reducing manual intervention and freeing up resources from administrative tasks to focus on value adding activities.
- Support the existing ICT shared service while exploring additional opportunities to collaborate with partners on ICT projects. This helps in maintaining secure technical platforms and reduces the risks from cyber-attacks.

People

People are at the heart of everything we do, both our staff and those in our communities who we seek to protect and assist. Our commitment to people in our communities is strategically addressed in the community safety excellence section (see page 20).

Our success as an organisation depends on having appropriately skilled and motivated staff who feel valued as individuals, making them more likely to deliver an excellent service. Our Workforce Development Board is led by the assistant chief fire officer and considers both internal and external drivers in order to set the strategic direction for our workforce development activities.

Through the review of risk and opportunity we have identified the following areas to further improve in this area:

- Refresh our development activities to better prepare staff for future management and leadership positions, including collaborative development programmes with other fire services and partner organisations
- Creating and implementing an action plan in response to the results of our employee engagement survey
- Continuous improvement of relationships and working practices with our representative bodies
- Strategic consideration of resourcing and strengthening our succession planning
- Reviewing our recruitment and promotion processes to ensure we are focused on assessing the skills needed for the future

- Carry out further work to ensure there are no barriers to improving the diversity of our workforce, including reviewing access and opportunities for disabled colleagues, more work to support greater gender diversity in different areas of the workforce and working to build long-term engagement with black and minority ethnic (BME) communities
- Introducing apprenticeship schemes into the Service to provide alternative career paths
- Conducting an equal pay audit
- Considering further opportunities for workforce reform as recommended in the recently published Thomas Review into terms and conditions of employment for operational staff in the fire and rescue service.

Our performance measures

We acknowledge that our previous performance standards are confusing with variation between urban and rural response targets so we want to simplify this. Replacing our current six response targets we will put in place one service wide performance measure:

- We will respond to the most serious incidents in our authority area within an average of 10 minutes for the first fire engine in attendance, and within 15 minutes for the second pumping appliance on 80 per cent of occasions.

We have outlined a number of areas that we are going to focus on through the delivery of our action plan. To help us ensure that we are delivering against these we will be monitoring the following performance measures:

- We will continue to reduce the number of primary and secondary fires and associated deaths and injuries within our communities using 'per head of population' as the comparable figure.

- We will seek to minimise the effects of fire by ensuring that fires are confined to the room of origin on 89% of occasions

- We will continue to work with our partners to reduce the number of people killed and seriously injured on our roads.

- We will continue to diversify our community response by increasing the number of co-responding stations and associated calls for help.

- We will continue to recruit a workforce that is more representative of our communities, specifically with regards to BME members of staff, female operational staff and female operational managers.

- We will continue to ensure we provide value for money by improving our Service year on year whilst remaining in the lowest quartile cost per head of population compared to other fire and rescue services.

Consultation

The purpose of consultation is to understand the effects of a proposal on different stakeholder groups.

There may be a number of reasons to consult: to gather views and preferences, to understand possible unintended consequences or to get views on implementation.

We seek to engage in real discussion with affected parties and experts to help make informed decisions; therefore how we consult on proposals will vary depending on the nature of the proposal. We accept that the traditional method of written consultation is not always the best way of getting those who are affected by a particular issue to engage in useful dialogue.

The choice and form of consultation will depend on the issues under consideration, who needs to be consulted, and the available time and resources.

In order to achieve this, we adopt the following principles:

- We will undertake an impact assessment when considering an initiative and identify those groups affected
- We will design a consultation plan specifically for the proposal, which is proportionate and targeted
- We will make clear the nature of the consultation

- The time frame for consultation will depend on the nature and impact of the proposal, and will enable meaningful engagement.[1]

Previous consultations have included:

- Change in wholetime operational shift arrangements
- Review of rescue vehicle crewing arrangements at Huntingdon
- Review of support services
- Merger of Swaffham Bulbeck and Burwell fire stations.

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[1] Where a shorter timeframe is appropriate we will provide a clear rationale.

Appendix A - Glossary

Appliances	The general term used to describe all firefighting vehicles, including the standard fire engine or pumping appliance (*see pumping appliances*).
Automatic fire alarm (AFA)	An emergency call generated by remote monitoring equipment in non-domestic premises.
Community fire safety (CFS)	The range of fire prevention activities undertaken by the fire service, often in conjunction with partner agencies.
Fire safety order (FSO)	The fire safety legislation which the Authority has a duty to enforce.
Home fire safety check/visit	Visits by firefighters or other trained staff, often including free smoke alarm fitting and other home safety advice. They can be arranged on request, by referral from other agencies or via door-to-door contact.
Primary fire	Fires in buildings, vehicles and outdoor structures, or any fire involving casualties, rescues, or fires attended by five or more appliances.
Pumping appliance	A fire appliance with the capacity to pump water for firefighting.
On-call duty system	Firefighters with other full-time occupations are recruited to be available on-call close to their local fire station for a certain minimum number of hours per week, plus regular training. They are paid a retainer plus a call-out fee for incidents attended. The on-call service is more widely used in rural areas.
Secondary fire	The majority of outdoor fires, including grassland and refuse fires, unless they involve casualties or rescues, property loss or five or more appliances attend.
Similar services	A group of 13 fire and rescue services, similar in size and make up; Bedfordshire and Luton, Berkshire, Buckinghamshire, Cambridgeshire, Durham, East Sussex, Norfolk, Northamptonshire, Oxfordshire, Suffolk and West Sussex.
Wholetime	Full-time firefighters.

Appendix B

Resilience

Local Resilience Forums

The Civil Contingencies Act (2004) requires all category one responders to undertake joint planning, training and exercising to ensure their emergency plans are current, comprehensive and that they will work when an emergency occurs. The Act also requires consultation between category one and category two responders.

The Cambridgeshire and Peterborough Local Resilience Forum (CPLRF) has been established ensuring the duties under the Act are fulfilled. The Service is represented on the CPLRF at all levels, and chaired by the chief fire officer, ensuring not only that all duties are met but also the CPLRF continues to develop and improve.

The CPLRF has developed a Community Risk Register. Those risks identified as relevant to us and have the highest risk ratings are: severe weather events, flooding (coastal, tidal or fluvial), influenza pandemics and loss of telecommunications.

We have developed contingency plans to deal with all these situations along with the larger risks covered by the Control of Major Hazard (COMAH) regulations, undertaking regular exercises and assessments in preparation for emergencies.

We will continue to take a lead role and support the CPLRF in order to provide the public with the best capability in dealing with an emergency requiring a multi-agency response. The CPLRF is a valuable link in ensuring any learning points arising from incidents or exercises are satisfactorily covered in future planning.

National Resilience

The National Resilience programme was introduced in 2003 to strengthen the country's ability to handle emergencies and crises. The National Resilience assets are owned by the fire and rescue services which host them. Servicing of the vehicles and procurement of equipment for them is managed centrally.

The National Resilience programme enhances the capability and capacity of the fire and rescue service to respond to a range of incidents as well as a national co-ordination facility.

The programme delivers a number of distinct capabilities, these are:

- Mass decontamination
- Urban search and rescue
- High volume pumping capacity
- Operational logistics and support
- Long term capability management

We operate one specialist vehicle available to the National Resilience programme and for use within the county:

- A High Volume Pump

The High Volume Pump (HVP) is crewed by on-call firefighters and is used to pump large quantities of water to an incident, or to move large quantities of water away from an area such as in flood situations. The pump is capable of pumping 7,000 litres of water per minute and comes with three kilometres of high capacity hose which is laid using a specially designed hose-laying unit.

We also jointly manage a second vehicle, which is the Eastern region's Detection, Identification and Monitoring (DIM) vehicle. The DIM vehicle will provide a 24/7 response capability for deployment in the early stages of a major incident, involving chemical, biological, radiological and nuclear (CBRN) materials either within or outside the region. This vehicle is operated by Essex Fire and Rescue Service, but the specialist officers who run the equipment come from both Cambridgeshire and Essex fire services.

Other specialist units provided under the National Resilience programme are available to us through the national co-ordination centre.

Knowing our Communities

Only by knowing the people that live and work in Cambridgeshire and Peterborough will we be able to provide an appropriate and good quality service that meets the needs of the county's different communities. A number of complex characteristics contribute to the risk of being affected by fire or other emergency or to being able to access services. This strategy focuses on those characteristics protected by the Equality Act 2010 and outlines below the areas where there are known inequalities in health, safety and wellbeing outcomes.

Age

Emergency incident data shows that those most at risk of being injured or dying as a result of fire are older people – particularly those with an additional vulnerability such as disability, mental ill-health or isolation. This is an increasing risk as the population of Cambridgeshire and Peterborough is ageing. Census 2011 data shows the number of people aged 65 and over make up 15 per cent of the population, two per cent being 85 and over. The population aged 65 and over in Cambridgeshire is expected to increase by 64.4 per cent between 2012 and 2031, an additional 67,400 people. Our tactical prevention plans already include a focus on this most vulnerable group.

Children and young people are another group potentially at risk from the consequences of accidental fires (through lack of knowledge, maturity or judgement); and deliberate fire-setting (risk taking behaviours or anti-social behaviour). Initiatives to engage and educate them about the danger of fire-setting behaviours through partnership work are already key areas of our prevention work. Inexperienced and younger drivers are also more at risk of being involved in RTCs and again education programmes to address this are in place.

Peterborough has a younger population than the national or regional average and the migrant populations and Asian populations in particular have a younger profile than white British communities.

Disability and Ill-Health

People with a long-term health problem or disability make up 15 per cent of the population in Cambridgeshire and 17 per cent in Peterborough - slightly lower than the UK as a whole. However, the disability profile varies widely with age and older people are more likely to suffer from dementia as well as other progressive conditions. Mental ill-health can lead to increased risk of fire in the home and the risk of being injured or dying in a fire, particularly for people living in isolation with limited access to care and support or with specific disorders like hoarding behaviours.

This risk is set to increase in the future given the nature of our ageing population. Our work with partners like Adult Social Care, Age UK and Alzheimer's Society helps identify those in most need of intervention and we offer services like Safe and Well visits and free smoke alarm fitting. The national Dementia Friends programme which we began to roll out in 2014 is helping to improve awareness of dementia among our staff.

Ethnic Origins and Nationality

Cambridgeshire and Peterborough both have a rich heritage of ethnic and cultural diversity. Understanding new communities as well as building and sustaining relationships with long standing communities is important in providing an effective prevention and response service. The greatest nationality and ethnic diversity is within the cities of Cambridge and Peterborough although rural areas have also seen an increase in Eastern European migrants as additional countries have joined the European Union. Peterborough has a higher proportion of population from the Eastern European accession countries than the national or regional average with 7.7 per cent of the population born in countries joining the European Union between 2001 –11.

Table 1 gives an overview of the ethnic diversity in each district or unitary authority including a breakdown of those who identify as "White" (2011 census). Table 2 gives a further break down of Black and minority ethnic populations.

Table 1 Ethnic Diversity by District

District	Cambridge	East Cambs	Fenland	Huntingdonshire	South Cambs	Peterborough
(population)	(123,867)	(83,818)	(95,262)	(69,508)	(148,755)	(183,631)
% White British	66%	89.7%	90.4%	89.5%	87.3%	70.9%
% Irish	1.4%	0.6%	0.4%	0.7%	0.7%	0.7%
% White other	15.1%	5.9%	6.4%	4.6%	5.3%	10.9%
% Black & minority ethnic	17.6%	3.6%	2.9%	5.3%	6.8%	17.6%

Table 2 Breakdown of BME Communities

District	Cambridge	East Cambs	Fenland	Huntingdonshire	South Cambs	Peterborough
Mixed/multiple ethnicity	3.2%	1.4	1.0	1.5	1.8	2.8%
Asian/Asian British	11.1%	1.3	0.8	2.5	3.7	11.7%
Black/Black British	1.7%	0.5	0.5	1.0	0.8	2.3%
Other ethnic group	1.6%	0.3	0.2	0.3	0.2	0.6%

Communication difficulties can act as a barrier in providing safety information to those whose first language is other than English. In 2014 we examined how operational crews overcome such barriers and will continue to improve support to them in this area. Inadequate accommodation - often in houses of multiple occupation – adds to the vulnerability of some of this group and a specific tactical community fire safety plan has been developed to tackle overcrowded properties.

Gypsies and Travellers remain a significant (although undisclosed) ethnic minority group across the Authority area and within the Eastern region. Across Cambridgeshire, Gypsies and Travellers are estimated to make up one per cent of the population with 58 per cent of these living in caravans and 42 per cent in settled housing.[2] However there is variation across the districts and Fenland has one of the largest Gypsy Traveller populations in the country. Gypsy, Traveller and Roma children remain highly disadvantaged in terms of educational achievement and there is experience that this community lacks confidence and knowledge about how to access services such as health, social care and other public services. We will continue to raise awareness of the needs of this group with our staff and partners.

Gender

The gender ratio across the county has become more even (49.5 male: 50.5 female). Data from 2004/05 to 2011/12 indicated that men were more likely to be casualties or victims of a fire fatality than women in general.
More recent data for domestic fires (2011 – 2014)[3] shows little difference in outcomes between the genders. However this varies with age group and circumstances, with a higher proportion of women over pensionable age living alone (64 per cent) being injured in domestic fires, but a higher proportion of men living alone under pensionable age (66 per cent) being injured. Men are still more likely to be injured or killed in RTCs. We will continue to monitor the circumstances and characteristics of those injured in fires and other emergencies to identify and respond to altering trends.

Transgender

The term 'transgender' is an umbrella term for the wide range of people whose gender identity and/or gender expression differs from their birth sex. People who intend to transition, are doing so or have already done so, have the gender reassignment characteristic and protection from discrimination under the Equality Act (2010).

Research from the Home Office[4] indicates about one per cent of the population may describe themselves as transgender. In recent years there has been an increase in the numbers seeking treatment, thought to be because of greater protection for this group in law. A recent assessment of needs was carried out by Encompass Network for South Cambridgeshire and Cambridge City District Councils (see page 6 - sexual orientation below).

Religion and Belief

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[2] Cambridgeshire CC - Travellers Joint Strategic Needs Assessment 2010
[3] Prevention Tactical Forum Commentary: August 2014 – Performance Team.
[4] Gender Variance in the UK: Prevalence, Incidence, Growth (2014 update) – report by Gender Identity Research & Education Society

In Cambridgeshire and Peterborough, Christianity is the most prevalent religious belief (58 per cent) which is consistent with the national picture (59 per cent). Muslims form nine per cent of Peterborough's population – significantly higher than the national average (4.8 per cent) and that in Cambridge City (four per cent). Nationally the Muslim population is considerably younger than the population in general. National research[5] shows that Muslims are the most likely of all faith groups to live in deprived localities (46 per cent of Muslim population residing on the 10 per cent most deprived areas).

The faith of our communities is relevant to us where we provide services in people's homes and also in relation to understanding behaviours and observance of faith based traditions. Our role and responsibilities in planning for large scale emergencies also provides an opportunity to engage and foster good relations with faith leaders who may be in a position to support and reassure their faith communities in national or large scale emergencies.

Sexual Orientation

Cambridgeshire has a number of support networks for Lesbian, Gay, Bisexual and Transgender (LGBT) communities and we have partnered with Encompass – an umbrella network - to raise awareness of the needs of these communities. A needs assessment for South Cambridgeshire and Cambridge City (2014)[6] has provided the most recent research about this community. The research points to a high incidence of mental ill-health; high incidence of homophobic experiences, particularly in rural areas; perceptions of bi- and homophobia acting as a barrier to accessing services for older people and the need for gender identity training for all public facing staff in public services.

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[5] A Demographic, Socio-economic, and Health Profile of Muslims in Britain drawing on the 2011 Census.
[6] Cambridge City and South Cambridgeshire LGBTQ Needs Assessment April 2014